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MEMORANDUM FOR THE DIRECTOR OF INTELLIGENCE, GSUSA

SUBJECT : Coordination on ORE 23-48, "The Current Situation
in the Free Territory of Trieste"REFERENCE : Memorandum, 14 April 1948, CSGID 092, from Deputy
Director of Intelligence, GSUSA, to Acting Chief,
Estimates Group, ORE, CIA, (subject ORE 23-48),
copy attached

1. The reference memorandum was received in reply to a request for a formal statement of concurrence or dissent on the subject paper. It will be noted that the reference is dated 14 April, and it was received in CIA on the afternoon of 16 April. Since subject paper went to press on 14 April, it was impossible to publish the statement of dissent at that time. Instead, the following paragraph was printed at the bottom of page 1 of the report:

"NOTE: The information in this report is as of 12 April 1948.

The intelligence organizations of the Departments of State, Navy, and the Air Force have concurred in this report; at the time of publication no official statement had been received from the Department of the Army."

2. Work was begun on the subject report late in March 1948. During the preparation of the report a representative of ORE had numerous conversations with a representative of ID, and there was no disagreement between them about the conclusions or method of presentation of the paper. On Thursday afternoon, 8 April, a representative of the Eurasian Branch, ID, telephoned a representative of the Balkan Section, EE/USSR Branch, ORE, stating that the Eurasian Branch concurred in the report, suggesting at the same time a few

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DDA Memo, 4 Apr 77

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changes to which the ORE representative agreed and which were incorporated in the final draft of the report.

3. A draft of subject report was sent to the IAC agencies on 6 April for formal concurrence or dissent, with a request that such statements be returned by 1200, 9 April. Written concurrences were received from the intelligence organizations of State, Navy, and Air Force on or before 9 April.

4. No reply having been received from the Intelligence Division, OSUSA, by 1200, 9 April, a telephone call was made to that division at about 1500 to inquire when a statement might be expected. It was then explained by ID that it could not concur in subject report and that the formal dissent was not yet ready. The ORE representative then suggested that a meeting be held at which representatives of the two agencies could attempt to reconcile their differences. ID replied that the dissent, which naturally could not be discussed on the telephone, was too fundamental to consider reconciliation. The ID representative further declined negotiation after being told that the report had already been changed in conformity with objections of the State Department, which changes might possibly answer the objections of the Intelligence Division.

5. On 14 April it was found necessary in view of the approaching date of the Italian elections to go to press without having received an official statement from ID. The statement quoted above in paragraph 1 was published with the report.

6. Aside from the relatively minor problem of failure on the part of ID to meet the deadline, there are most disturbing implications to the situation as outlined above. Informal agreement was reached on the working level. This agreement was reversed at a higher level in ID in such a manner as to give no opportunity for further discussion or negotiation between the two agencies. As a result, the report was published without the benefit of full discussion of the official ID point of view. This point of view, if well taken, should of course have been incorporated in the report, and if the CIA representatives could not agree with the official opinion of ID, the statement of dissent should have been included with the report.

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7. The situation revealed by the foregoing paragraphs is precisely the type of problem which the coordination procedures set forth in NSCID #1 were designed to prevent. These procedures are meant to insure an opportunity for full and free discussion and for exchange of points of view between representatives of CIA and the other intelligence agencies. In the present case it is clear that the internal procedures of ID made it impossible to achieve the purposes enunciated by the National Security Council in its directive cited above, and that the entire coordination machinery broke down.

8. The situation is therefore being brought to the attention of the Director of Intelligence, USUSA, with the request that appropriate action be initiated to insure the proper implementation of NSCID #1.

Enclosure: copy of
reference memo.,
14 April fr ID

ORE:TBabbitt;fd

Distribution:

Orig. & 1 to addressee
Director's file - (1)
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Estimates Group - (1)

Assistant Director, R & E

14 April 1948

Acting Chief, Estimates Group, ORE

Coordination of ORE 23-48 with Intelligence Division, Department of the Army, General Staff

1. In accordance with your oral request of 12 April the following information is submitted regarding coordination with Intelligence Division, Army Department General Staff, of ORE 23-48, "The Current Situation in the Free Territory of Trieste."

2. Work was begun by the EL/USSR Branch of ORE on ORE 23-48 late in March 1948.

3. During the preparation of the report, [redacted] the EE/USSTAT Branch, ORE, had numerous conversations with [redacted] the Intelligence Division. [redacted] states that at no time did he and [redacted] disagree over the Trieste question. STAT

4. On Thursday afternoon, 8 April, [redacted] ID's EurasiaSTAT Branch, telephoned [redacted] Chief of ORE's Balkan Section. He told [redacted] SSTAT that he concurred in subject ORE and suggested a few changes to which ORE agreed.

5. A draft of ORE 23-48 was sent to the IAC agencies on 6 April 1948 for formal concurrence or dissent, with request that such statements be returned by 1200, 9 April. Written concurrence was received from the Intelligence organizations of State, Navy, and Air Force on or before 9 April.

6. No reply having been received from the Intelligence Division, Army Department General Staff by 1200 on 9 April, a telephone call was made by the Estimates Group, ORE, to ID at about 1500 to inquire when a statement might be expected. It was explained by the ID representative that ID could not concur in subject report, but that the formal dissent was not yet ready. The Estimates Group then suggested that a meeting be held at which representatives from the two agencies could attempt to reconcile their differences. The ID representative replied that the dissent (naturally unspecified over the telephone) was too fundamental to admit of reconciliation. He further declined negotiation after being told that the report had already been changed in conformity with objections of the State Department, which changes might possibly answer ID's objections.

7. On 14 April, no official statement regarding ORE 23-48 having been received by ORE, it was found necessary (particularly in view of the approaching Italian elections which made early dissemination of the report imperative) to go to press with a statement to the effect that official word had not been received from the Department of the Army. This procedure had been agreed to by the ID representative in the telephone conversation referred to above.

[redacted]
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OFFICE OF REPORTS AND ESTIMATES
EASTERN EUROPE/USSR BRANCH

12 April 1948

MEMORANDUM TO:
Estimates Group

STAT

SUBJECT: Trieste ORE

In answer to your request for the extent of collaboration between Eastern Europe Division and ID/WDGS, I have only two brief things to say:

a. On Thursday afternoon, April 8, in ID's Eurasian Branch, telephoned Chief of our Balkan Section. He told that he concurred in subject ORE and suggested a few changes to which we agreed.

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Chief
EE Division, EE/USSR Branch

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6 April 1948

MEMORANDUM FOR: Col. Merritt B. Booth, IO/State Dept. Representative
Col. Riley F. Huns, DI/OSMA Representative
Capt. George A. Lange, DNI Representative
Col. James F. Olive, D/IAP Representative

SUBJECT: The Current Situation in the Free Territory of Trieste (OSI 23-48)

1. The enclosed CIA estimate (OSI 23-48) is circulated herewith for concurrence or substantial dissent.

2. It is requested that each departmental intelligence organization submit its comments and return the report to CIA by 1200, Friday, 9 April 1948.

3. When your comments have been prepared, it would be appreciated if you would notify this office (line). A special courier will call.

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Acting Chief, Estimates Group
OSI

Distribution:

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